

CHAPTER I

INTRODUCTION

1.1 Background

Immigrants have the right to be protected. The Universal Declaration of Human Rights affirms that "everyone has the right to a nationality"; meaning that every state recognizes the legal and practical significance of nationality for the fulfillment of human rights. Stateless persons included as immigrants are designated for international protection recognized by the 1951 Immigrant Convention. There is also the 1954 Convention which is an international tool to regulate the status of stateless persons who are not immigrants and guarantees that stateless persons have human rights without discrimination. The Convention grants internationally recognized legal status to non-nationals, access to travel files, personal identification cards, and various other essential documents. It provides a general framework with minimum standards on the treatment of non-nationals (Atqiya et al., 2024).

In reality, many people still do not have or have lost their nationality. They are exposed to the effects of this condition, making it difficult for them to travel and obtain identity documents, among other difficulties they face every day. Because if this statelessness is sustained, they may be more susceptible to suffering from stress and mental illness, and in some countries it is also difficult for immigrant children to enroll in school.

Indonesia juridically and legally has not ratified the 1951 Immigrant Convention and 1967 Protocol on active participation in dealing with immigrant issues. However, Indonesia is one of the transit countries for the world's immigrants. As of January 2022, Indonesia has received 13,219 asylum seekers and immigrants. Most of the immigrants come from Afghanistan (57%), Somalia (10%), and Iraq (5%). They live in several major cities in Indonesia, including Jakarta, Jabodetabek, Aceh, Medan, Pekanbaru, Tanjung Pinang, Batam, Semarang, Surabaya, Denpasar, Makassar, Kupang, and others. The composition consists of 27% children and 73% adults (25% women and 75% men). (Widagdo et al., 2020).

Indonesia has become a transit point for immigrants before moving to third countries. Although Indonesia has not confirmed the law based on customary law, Indonesia should apply the basic principle of non-refoulement law. The Indonesian government cannot force immigrants to return to their home countries where it is dangerous for their lives and must provide sanctuary for immigrants before they move to their next country of placement (Asmar, 2019). The Indonesian government issues immigrant protection policies in accordance with the principles of sovereignty and humanity. However, these two principles contradict each other.

Meanwhile, the presence of immigrants can pose a threat to Indonesia's sovereignty. On the one hand, Indonesia is responsible for protecting immigrants in accordance with humanitarian principles. This conflict of interest has led to many regulatory issues at the local and national level, and Indonesia's position as a transit country. However, the continued presence of immigrants has increased problems that have not been accommodated in government regulations (Viartasiwi et al., 2021). With the condition of waiting for the next allocation, immigrants are placed in houses organized by the Indonesian government for immigrants. Often, during this time, social problems occur that cause major conflicts. Factors affecting social problems are triggered by various things, such as immigrants' vulnerable psychological conditions due to threats in previous countries, health conditions both mentally and physically, legal citizenship status, and economic difficulties that are not visible when they live in temporary shelters. These factors eventually lead to new social problems for immigrants.

Furthermore, the problems of female immigrants are more complex than those of male immigrants due to the biological, psychological and economic conditions faced by women compared to men. Female immigrants often face issues of multiple discrimination and gender-based violence compared to male immigrants. The problems faced by women generally encourage resistance among women. However, in immigrant camps, women immigrants' issues receive less attention from the government and are often not well addressed in organizing immigrants (Rehatta, 2014). Being an immigrant community in another country is not easy, especially for women. They are more vulnerable to domestic violence after

leaving their home countries. With widespread gender inequality, immigrant women, and immigrant girls often face greater uncertainty and are vulnerable to becoming victims of violence.

In 2024, according to Komnas Perempuan Indonesia's annual report, there were 330,097 cases of gender-based violence against women in Indonesia. The most common types of violence were sexual violence and psychological violence, which each accounted for 26.94% of the total cases. Physical violence followed with 26.78%, while economic violence reached 9.84%. In addition, there are special categories that are also noteworthy, such as violence against wives (672 cases), ex-boyfriend violence (632 cases), and dating violence (407 cases). There were also 29 cases of violence against women in conflict with the law, which fell into the category of state-based violence.

This increase in the number of cases shows that gender-based violence is still an urgent problem that requires serious attention. From this data, violence against wives and ex-girlfriends are the two most reported forms of violence, emphasizing the need for more comprehensive handling. Violence against women is also not only experienced by Indonesian women, but also refugee women residing in Indonesia.

As a transit country, Indonesia has not yet ratified the 1951 Refugee Convention, but it is still a place of refuge for many refugees on humanitarian grounds. Unfortunately, the uncertain conditions of displacement make refugee women highly vulnerable to violence, both physical and sexual. In this desperate situation, some women are even forced to engage in unwanted sexual relations as a means of survival.

Despite receiving humanitarian assistance, refugee women remain at risk of sexual violence. In fact, they often face barriers in reporting the violence they experience, due to language barriers, fear of social stigma, and their unclear legal status. In addition, the lack of a comprehensive legal protection system for refugees in Indonesia makes matters worse. Without adequate support in terms of protection and assistance, refugee women are often trapped in an endless cycle of violence.

The issue of gender-based violence, both against Indonesian women and refugees, requires more serious attention and handling. Only with better protection

systems, as well as collaboration between governments and international organizations, can women be protected from the lurking threat of violence.

Komnas Perempuan states that cultural barriers often make cases of sexual violence considered taboo to talk about, let alone report. This leaves victims without adequate support systems and afraid to speak out. As a result, many refugee women choose to keep their experiences of violence to themselves, exacerbating their condition as a group vulnerable to exploitation and injustice. This phenomenon warrants further research to protect refugee women from all forms of gender-based violence, given that Indonesia serves as a transit country before they reach their destination countries (Rembang, 2019).

Sexual harassment and violence against women, including children, are serious issues that must be taken seriously. The Government of Indonesia, international organizations such as UNHCR, and various non-governmental organizations are working together to provide protection and assistance to refugee women and children who are vulnerable to sexual exploitation and violence. Protection efforts include education and awareness of one's rights, increased shelter security, access to physical and mental health services, and legal protection against perpetrators of sexual violence. In addition to that, active community participation in respecting and protecting women's human rights.

In overcoming and preventing violence and sexual harassment against refugee women in Indonesia is hampered by strict sanctions against the perpetrators, because Indonesia has not ratified. The 1951 Convention or 1967 Protocol relating to the status of refugees and asylum seekers. The failure to ratify these conventions and protocols limits Indonesia's ability to address and prevent violence and sexual abuse experienced by refugee women in the country. Therefore, the rights of refugees and asylum seekers cannot be fully protected.

In Indonesian criminal law, sexual violence is regulated in the Criminal Code through several articles, such as Article 281 on immoral acts in public places, Articles 282 and 283 relating to pornography, Article 284 on adultery, Article 285 on rape, and Article 292 which prohibits sexual relations with minors. In addition, Article 296 regulates the exploitative practice of prostitution, Article 297 prohibits

trafficking in women and minors, and Article 299 discusses abortion. However, these legal provisions do not fully protect women as victims of sexual violence. Each article that regulates sexual crimes in the Criminal Code does not consider the gender dimension, making it less able to address the injustice and discrimination experienced by women. The current Criminal Code is still a legacy of Dutch colonial law and is no longer considered effective in handling cases of sexual violence. Therefore, a gender-perspective legal reform is needed in order to provide better protection for victims and ensure justice for those who experience sexual violence (Aditya Yuli Sulistiawan, 2018).

In dealing with sexual violence, efforts must be made not only to heal victims, but also to prevent new victims. In legislation, it is important to harmonize provisions regarding sexual violence, which are currently still scattered and partial in several laws. In addition, considering that the role of the community in preventing sexual violence is still not maximized, the government can create policies that encourage community participation in prevention. This can be done by issuing laws that regulate the role of the community in these activities.

In order to create a good image in the international world, UNHCR carries out *capacity building*, namely the development of organizational skills and competencies. UNHCR must make corrections so that the same mistakes are not repeated against refugee women victims of sexual violence. In this regard, it is very important to increase the capacity of UNHCR staff and other humanitarian aid providers and provide training or seminars to refugees (Ayu Putri & Zulhair Achsin, 2023).

The Indonesian government has issued policies and regulations to protect the rights of immigrants, including women immigrants (Nur Efsari, 2023), although the implementation process still faces many challenges. The problems faced by female immigrants in Indonesia motivate UNHCR as an organization under the United Nations that assists immigrants in making efforts to empower female immigrants. In this context, UNHCR has an important role in responding to victims of gender-based violence against female immigrants in Indonesia.

UNHCR acts as an international organization responsible for protecting and providing assistance to immigrants, including immigrant women, who are at risk of gender-based violence (Khoiriyah, 2022). UNHCR is working with the Indonesian government and other organizations to improve the response to this violence. UNHCR takes a number of steps to respond to victims of gender-based violence. First, UNHCR provides direct protection to victims, including identifying them, providing temporary shelter, and ensuring access to medical and psychosocial services.

UNHCR also provides legal assistance to victims to ensure that their rights are recognized and protected (Anggrainy, 2014). In addition, UNHCR plays a role in raising awareness about gender-based violence through prevention and education campaigns. They work with governments, non-governmental organizations, and civil society to spread information about immigrant women's rights and change attitudes and behaviors that support violence against them.

However, UNHCR also faces a number of challenges and constraints in responding to victims of gender-based violence against women immigrants in Indonesia. (Syarifuddin, 2023) These challenges include limited resources, including funds and manpower, which limit UNHCR's capacity to provide adequate protection. Cooperation with the Indonesian government is also an important factor, as effective coordination and cooperation between UNHCR and the government is needed to address the issue of violence holistically.(Santoso et al., 2023) Furthermore, the complex needs of immigrant women require an integrated and sustainable approach. UNHCR needs to work with non-state actors, including local or international non-governmental organizations, to strengthen responses to gender-based violence. This cooperation can overcome UNHCR's limitations and improve immigrant women's access to the protection and support they need.

Based on the above problems, the researcher is interested in conducting further research on this issue to analyze how the relationship between UNHCR, the Indonesian government, and non-state actors in the issue of gender-based violence against female immigrants in Indonesia and the challenges faced in empowering female immigrants.

1.2 Limitations and Problem Formulation

From the author's description on the background of the problem, the problem limitation that the author formulates in this research is the UNHCR's Role in Responding to Victims of Gender-Based Violence against Female Immigrants in Indonesia from 2019-2022. The selection of this period is related to the year of the COVID 19 pandemic where immigrant workers surged and many lost their jobs. Gender violence also occurred a lot . With the limitations of the problem, the formulation of the problem to be studied is:

1. What are the forms of gender-based violence in Indonesia?
2. What is UNHCR's Role in Responding to Victims of Gender-Based Violence against Women Immigrants in Indonesia?

1.3 Research Objectives and Benefits

The objectives of this research are as follows:

1. To find out the forms of gender-based violence in Indonesia.
2. To determine the role of UNHCR in responding to victims of gender-based violence against female immigrants in Indonesia.

The expected benefits of the research are:

1. This research can provide an in-depth understanding of UNHCR's role in responding to cases of gender-based violence against women immigrants in Indonesia. It can provide insight into the challenges and strategies faced by the organization in providing protection and support.
2. Through further understanding of UNHCR's role, this research can contribute to efforts to empower immigrant women. This may include recommendations for training programs, psychosocial support, and other efforts to increase women's self-reliance in the face of gender-based violence.
3. This research can be a valuable contribution to the academic literature in the field of human rights, gender and migration. The findings and analysis from this study can pave the way for further research and scholarly discussion in the field.

1.4 Conceptual Framework

The author uses a framework to facilitate the author in analyzing the research entitled *The Role of UNHCR in Responding to Gender Violence against Female Immigrants in Indonesia*. In this study, the conceptual framework that will be used by the author is the International Organization and the Concept of International Organization.

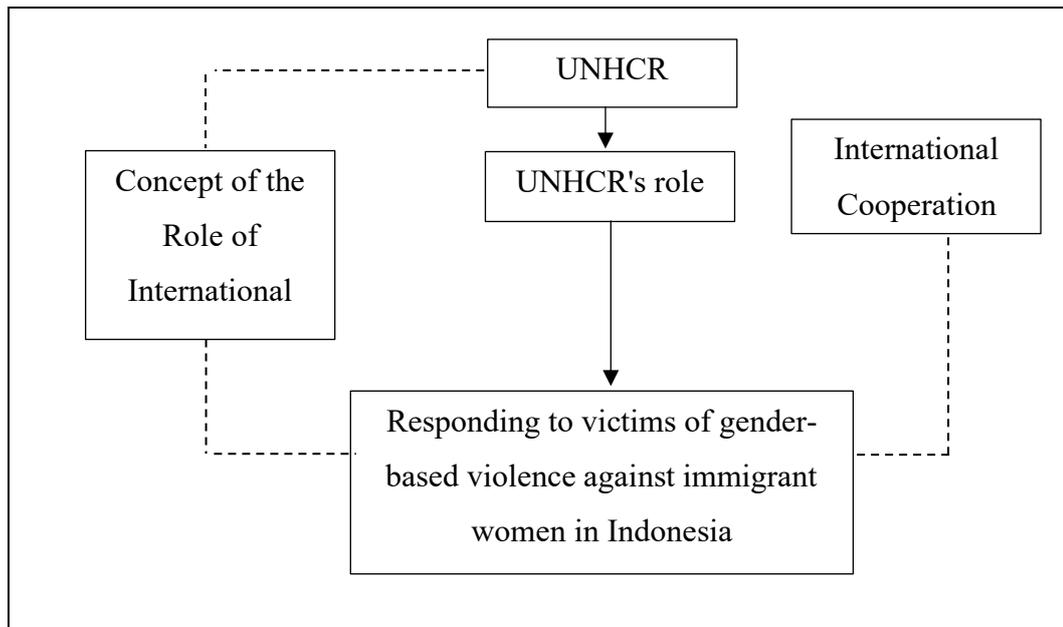


Figure1 Schematic conceptual framework

1.4.1 International Organization

International organizations have a significant role in the dynamics of international relations as non-governmental actors. The development of international organizations as formal institutions in the 20th century in Western countries was the result of international cooperation efforts. Before the presence of international organizations, there were military alliances, intergovernmental organizations between sovereign states, and international non-governmental actors such as the Catholic church and the Roman Empire. In Clive Archer's book, international organizations can be explained as a formal and sustainable structure formed through agreements between the government and non-government of two or more sovereign states, with the aim of pursuing common interests (Santi, 2017).

In the perspective of institutional liberalism, international organizations are considered as institutions that play an important role in achieving peace, common interests, and international norm formation. The development of international organizations as formal institutions in the 20th century is the result of international cooperation efforts emphasized by the theory of international liberalism. International organizations are also formed through agreements between governmental and non-governmental actors from two or more countries, enabling the participation and involvement of non-governmental actors in international decision-making processes. Thus, international organizations become an important forum for countries to interact, negotiate, and reach agreements on various global issues, in line with the principles of cooperation and the norms of international liberalism (Prayuda & Harto, 2019).

To be considered an international organization, an organization must meet criteria (Archer, 2015), namely:

1. The destination must be an international destination.
2. Must have members, with each member having voting rights.
3. It is established based on the articles of association and must have a headquarters for the continuity of the organization.
4. Officials or employees who have the task of carrying out the work of the organization must consist of various nations or countries
5. The organization must be funded by members from different countries/nations. The organization must be independent and must be active. Organizations that have been inactive for more than 5 years will no longer be recognized (Santi, 2017).

International organizations have an important role in solving problems faced by a country, the role of international organizations can be divided into several categories (Mandak, 2019), namely:

1. As an instrument, it is used by its member states to achieve certain goals based on its foreign policy objectives.
2. As an arena, a meeting place for its members to discuss the problems at hand, sometimes international organizations are also used by several

countries to raise domestic problems or domestic problems of other countries with the aim of getting international attention and solving problems faced together.

3. As an independent actor, it can make its own decisions without being influenced by outside powers. An international organization can carry out its policies without outside interference.

Meanwhile, Teuku May Rudy (2009) explains the role that international organizations must have, namely as follows:

1. A forum for cooperation to prevent or reduce the intensity of conflict (among members).
2. As a means to negotiate and come to a mutually beneficial decision.

Sometimes international organizations act as independent institutions to carry out necessary activities, such as humanitarian social activities, assistance for environmental conservation, restoration of historical monuments, *peace keeping operations*, and others.

1.4.2 Concept of International Cooperation

In this research, the author will use International Cooperation as a tool to help answer the problem formulation that has been made by the author. International cooperation is a relationship between nations that has goals based on national interests. International cooperation consists of a set of rules, principles, norms, and decision-making procedures that govern the functioning of the international regime.

In addition, countries that carry out international cooperation have common goals or common interests because the absence of common interests in cooperation is something that is not possible. According to K.J Holsti (1998), cooperation initially occurs due to various kinds of national, regional, and global problems that arise so that it requires the attention of not only one country, then each country approaches each other by bringing suggestions or proposals for overcoming problems, negotiating or bargaining, negotiating, concluding the evidence collected to justify one of the proposals that have been given, and after that ends with an agreement that ultimately satisfies all parties (Holsti, 1998).

According to K.J Holsti (1998) international cooperation can be defined as follows:

- a. The view that two or more interests, values, or goals converge and can result in something, promoted or fulfilled by all parties at once.
- b. The view or expectation of a country that the policies decided by another country will help it to achieve its interests and values.
- c. Agreements or certain issues between two or more countries in order to utilize common interests or conflicts of interest.
- d. Official or unofficial rules regarding future transactions undertaken to implement an agreement.
- e. Transactions between countries to fulfill their agreements.

It can be understood that international cooperation is related to the theory of international liberalism in which international cooperation is a relationship between countries that aims to achieve common interests through interaction, negotiation, and a framework governed by international rules, principles, and norms. International cooperation can involve various issues, such as trade, security, environment, and human rights.

In the context of international cooperation, the theory of institutional liberalism provides a relevant perspective. International liberalism theory emphasizes the importance of international institutions and normative frameworks in promoting interstate cooperation. According to this theory, international institutions, such as international organizations, act as mediators in facilitating dialogue, negotiation, and cooperation between countries (Achsinn & Rosalinda, 2021).

Institutional liberalism also emphasizes the importance of *common interest* as the basis for international cooperation. This concept recognizes that countries have different interests, but through the identification and emphasis on common interests, countries can achieve mutually beneficial goals in international cooperation. In addition, the principles of institutional liberalism, such as democracy, free trade, and the protection of human rights, are also the foundation for international cooperation. This theory assumes that democratic countries tend

to be more cooperative and tend to establish closer cooperation. (Burchill & Linklater, 2019).

In international cooperation, the theory of institutional liberalism emphasizes the importance of peaceful conflict resolution through diplomacy and negotiation. Institutional liberalism recognizes that conflicts between countries can be resolved through dialogue, compromise, and joint efforts to reach mutually beneficial agreements. Overall, institutional liberalism theory provides a strong theoretical foundation to understand and explain the concepts, principles, and dynamics of international cooperation. This theory emphasizes the role of institutions, norms, common interests, and peaceful conflict resolution in facilitating cooperation between countries to achieve common goals in the context of international cooperation.

Through the perspective of Institutional Liberalism, the research results can provide broad insights into how international cooperation and international organizations, especially those embodied through UNHCR and non-governmental organizations can play a role in managing, preventing, and responding to gender-based violence against female immigrants through cooperation and the establishment of joint rules at the international level (Hidayaturahmi & Herna, 2022).

1.5 Research Methods

1.5.1 Research Type

This research adopts a qualitative approach that focuses on an in-depth understanding of UNHCR's role in responding to victims of gender-based violence against female immigrants in Indonesia. The qualitative approach allows the research to explore the complexity of this phenomenon and understand its context in greater depth.

1.5.2 Data Type

The data collected in this research is qualitative. Qualitative data includes information that cannot be measured with numbers, but rather consists of interviews, observations, and relevant documents. It helps in understanding the

views, experiences, and contexts that influence UNHCR's role in responding to gender-based violence.

1.5.3 Data Collection Technique

This research employs a qualitative descriptive approach to explore the role of international organizations in addressing gender-based violence against female immigrants in Indonesia. Data were collected through in-depth interviews with various stakeholders, including representatives from UNHCR, IOM, female immigrant survivors of violence, and other relevant actors. In addition to interviews, participatory observation and document analysis were utilized to obtain more comprehensive and contextual data. The data collected were then analyzed using a thematic analysis method to identify key patterns, themes, and relationships relevant to the research objectives.

1.5.4 Data Analysis Technique

Qualitative data analysis was conducted through an inductive approach. Qualitative data was analyzed thematically, identifying patterns, themes, and relationships between data elements. This analysis process assisted in developing a deeper understanding of the role of UNHCR and the impact of gender-based violence on women immigrants.

CHAPTER II

LITERATURE REVIEW

2.1 International Organization

Organizations play a central role in many aspects of life, whether in government, private institutions, or social organizations in the community. The word organization itself etymologically comes from the Greek *organon*, which is defined as a tool. Some experts define organization as a tool that can be used in achieving common goals. In addition, the organization can also be interpreted as a container, a process, and also a system that is considered a tool that can be used in achieving common goals (Muspawi et al., 2023).

In the context of governance, organizations refer to the intergovernmental institutions in the post-World War I peace treaties. In treaties concluded between the 1960s and 1980s, the term "intergovernmental" was specifically used to describe international organizations. The Vienna Convention on the Law of Treaties between States and International Organizations or between International Organizations specifically states that "in the context of this Convention, 'international organization' refers to an intergovernmental organization" (Golia & Peters, 2020: 2-3)

Over time, the definition of "international organization" has undergone many dynamics that have led to several changes. However, in simple terms, an international organization can be defined as an institution that consists of at least three countries and operates in several countries and is bound by formal agreements (Mingst, 2024). Since the beginning of international organizations until now, there have been many types of international organizations that have been established with various reasons for their respective interests.

Departing from history, the formation of international organizations actually began in the 19th century, where at that time industrialization, communication, and transportation experienced very rapid development which then encouraged the creation of special bodies or what is known as public international unions. These unions were formed with the aim of facilitating intergovernmental cooperation to address increasingly complex socio-economic issues. Some of the most existing

union bodies known are the telegraphic union founded in 1865 and the universal postal union founded in 1874, both of which are still under the auspices of the United Nations today (Adelia et al., 2024).

On the political aspect, the attempt to institutionalize great power in Europe was made through the congress in Vienna, Austria in 1815, at which time European governments presented the idea that European countries were organized entities and dependent on each other. The concept evolved through the Hague Conferences in 1899 and 1907, where even small states outside of Europe were given the opportunity to participate in political deliberations. This conference was a significant step towards recognizing the role of small states in the international system (Adelia et al., 2024).

In the late 19th century, the Pan American Union and the Federation of the Americas began to take shape. These conferences reinforced the Monro doctrine and Simon Bolivar's declaration by introducing the idea that the nations of the Western Hemisphere were distinct subgroups of a larger whole. During this period, the basic patterns of organizational structure and process continued to evolve, and the concept of international organization was extended to institutions outside the European state system. At that time, the development of international institutions carried two main objectives, namely encouraging coordinated state responses to peaceful relations issues in an era of economic, social and technological interdependence, and understanding the importance of conflict mitigation in the political and military fields (Adelia et al., 2024).

After World War II, the League of Nations was replaced by the United Nations (UN), a universal organization that has the understanding and insight passed down by the League of Nations. From then on, the UN transformed into a key element in a diverse and decentralized system of international institutions. The UN has also contributed to the resolution of global issues, including peace, security, development, and human rights. Therefore, the history of this international organization reflects the evolution of collective efforts in creating a stable and peaceful world order (Adelia et al., 2024).

International organizations today play an important role in achieving global peace and security by facilitating dialogue between states, developing policies, and executing programs. International organizations also play a role not only in addressing conflicts and crises, but also in creating the foundation for sustainable peace. Aspects such as education, economic development, and environmental protection are some examples of areas where international organizations can make a significant difference (Syaputri et al., 2024).

The diversity of international organizations is basically created due to significant differences in size, geographical coverage, tasks, and functions. In terms of size, international organizations can consist of just a few members, such as three countries in the *North America Free Trade Agreement* (NAFTA), or hundreds of countries such as the United Nations with 193 members. Geographical aspects can also vary greatly, ranging from limited areas such as ASEAN or the African Union, to global organizations that cover almost all countries in the world. In addition, there are also organizations that focus on one specific task, such as the *Organization for Petroleum Exporting* (OPEC), and also organizations that have multiple objectives such as the European Union or the United Nations. The way in which international organizations carry out these functions varies greatly, depending on their rules, financial resources, level, and degree of bureaucracy (Amici & Cepiku, 2020: 16-1)

International organizations, with their crucial position and role in various fields, have many important functions and responsibilities. In general, according to Alverio et al. (2021) there are three points of intervention that international organizations can make, namely:

1. Agenda setting and funding.

International organizations have a central role in setting a global agenda that can influence governments, NGOs, and other international organizations to take coordinated action. The influence of international organizations in agenda-setting covers various aspects, such as the implementation of planned relocations on the ground, the redefinition of sovereignty for countries that have lost territory, and the enforcement of

the principle of justice by prioritizing indigenous peoples. International organizations have been successful in many agenda-setting initiatives, one example being gender mainstreaming, which emerged from the Beijing Platform for Action at the 1995 UN Conference on Women and led to the prioritization of gender equality in the UN, its member states, and in NGO and philanthropic circles more broadly.

Some international organizations can push their agenda by providing funding. For example, the World Bank once allocated funds for the Climate Adaptation and Resilience Action Plan, which enabled faster and more coordinated achievement of climate adaptation goals. In addition to direct funding for projects, international organizations can also provide funding for initiatives that rely on implementing policies that support equity in climate mobility. This funding helps countries manage internal migration flows, which are expected to be larger than external migration. To achieve this goal, international organizations can work with governments and create funding platforms with a broader scope and scale. They also commit to stop funding projects that deviate from the principles of equity in the context of planned relocation.

2. Disseminate best practices and build accountability.

Every time a government or local actor implements a project, there are valuable lessons that governments around the world can draw upon and utilize for future projects. Given their role in the global structure, international organizations are well positioned to collect best practices from previous planned relocation experiences and share them with their network of practitioners, governments and other stakeholders. However, as the specific context of each planned relocation varies, the applicability of best practices from a single case study often has limitations. Therefore, international organizations need to assess and disseminate such lessons taking into account the context in which they were learned.

There is a long history of inequitable planned relocations, whether involving international organizations or not, and the lessons from such

experiences may be unknown to governments facing similar equity issues in their implementation. It is therefore important to build a shared understanding of the role of each stakeholder and its impact on the whole system. While international organizations are in a good position to facilitate this dissemination of best practices, they require active coordination and planning to encourage deeper learning, including challenging underlying assumptions around issues of injustice that may arise.

3. Facilitate coordination between relevant actors

One of the greatest strengths of international organizations is their ability to coordinate the various parties involved. For example, they often manage refugee camps and need to collaborate with local and national governments, other international organizations, and local NGOs and groups. In Bangladesh, Rohingya refugee camps are managed by UNHCR. UNHCR not only manages the day-to-day operations, but also partners with the Bangladeshi government to strategically plan for the future of the camps and the refugees living there.

Based on the description above, it is known that there are many types of international organizations formed based on the analysis of their respective needs for certain fields or issues. In this research, the international organization that will be highlighted is UNHCR, which is an organization tasked with protecting refugees in various parts of the world. In this research, the author will analyze how the implementation of UNHCR's role as an international organization in responding to victims of gender-based violence against refugee women in Indonesia.

2.2 Concept of International Cooperation

Cooperation can be defined as an effort or desire to work together with other parties as a whole and become part of a group with the aim of overcoming a particular problem (Nindatu et al., 2022). According to Irnawati et al. (2023), in the context of countries, awareness of the differences in geographical conditions that have varied impacts is one of the reasons for cooperation. No country in the world

has all types of natural resources, as well as human resources and technology, which are of course different in each country. This then causes each country to depend on other countries and encourages the creation of cooperative relationships to meet needs and improve national welfare.

This collaborative relationship between countries that aims to face global challenges and achieve common goals is called international cooperation. International cooperation is important in promoting sustainability and creating justice and equality at the global level (Vuuren et al., 2012). In the context of this cooperation, countries share resources, knowledge and financial support to overcome obstacles such as capital shortages and ineffective management.

In general, international cooperation can be divided into three types of cooperation, namely bilateral, regional, and multilateral cooperation.

1. Bilateral cooperation is cooperation carried out by two countries that aims to benefit both parties
2. Regional cooperation is a form of cooperative relationship between more than two countries in a particular region.
3. Multilateral cooperation is a cooperative relationship carried out by nations in the world without seeing the Region with specific goals or interests (Pasaribu et al., 2024).

In the international context, multilateral cooperation has a major impact on various aspects of global life, such as trade, environment, human rights, and world peace (Lestari et al., 2024). Multilateral cooperation provides a platform for global countries to exchange information, knowledge and even resources. As a form of collaboration from many countries, multilateral cooperation also has a great opportunity to provide effective policy coordination to face increasingly complex global challenges.

World peace is something that many countries aspire to. In the history of human civilization, there are so many dynamics regarding conflicts and wars, where until now efforts to achieve peace continue through various diplomatic efforts and cooperation between countries. Through the United Nations, countries coordinate and work together to realize world peace. According to Purohit & Purohit (2020),

world peace is a time when countries and communities can experience life without armed conflict or violence, including in terms of creating social stability, security, and welfare for all individuals. Taking into account the factors of social justice, balance in the economy, and respect for human rights, which are important elements in sustainable world peace, strong international cooperation is needed to address existing global inequalities.

Armed conflicts that occur either between local communities within one country or involving foreign countries leave huge losses. The loss of life, the destruction of infrastructure, and even the emergence of other problems such as humanitarian crises, economic instability, and social fragmentation are inevitable. Among the losses incurred, the problem of refugees is one that cannot be avoided. Almost every year, millions of people are forced to flee their homes due to war, persecution, and other unsafe conditions. Those who flee their homes face many challenges such as the inability to access basic needs and education for their children (Setiyono, 2017).

They are innocent people who are homeless and running here and there for a chance to stay alive. Most of them have to live with inadequate conditions in refugee camps, while others continue to try to seek asylum in other countries to get protection and a good life. Refugee problems are closely related to human rights issues, because they are often haunted by the shadows of violence, exploitation, discrimination, or restrictions on basic life rights. This also brings concern from the international community to reach out to provide assistance through the United Nations (Setiyono, 2017).

The UN as an international organization plays a central role as a forum for improving international relations, including efforts to increase international cooperation in various aspects as an effort to maintain world peace (Hartana & Lestari, 2021). Since it was first established in 195, the UN has transformed into the main platform for countries to discuss, negotiate policies, and formulate strategic steps to address global issues, ranging from war, humanitarian problems, to climate change.

In the context of peace, the UN has many mechanisms in preventing and handling conflicts, such as preventive diplomacy, mediation, and sending peacekeeping missions in vulnerable areas or places affected by conflict. The United Nations High Commissioner for Refugees (UNHCR), is an organization within the UN that has responsibility for humanitarian issues related to refugees. UNHCR acts as a forum for international cooperation in dealing with issues concerning protection and assistance for refugees (Aling et al., 2024).

In its development, international cooperation is influenced by several paradigms such as the realist, liberalist and socialist paradigms (Siitonen, 1990). The realist paradigm emphasizes that the state is the main actor in international relations and always tries to maintain its power and security. In this paradigm, the assumption that the world is anarchy makes states tend to hesitate with international cooperation and it is only possible if it benefits them directly.

In contrast to realists, the liberalist paradigm emphasizes the importance of international cooperation and institutions to achieve global peace and stability. In this paradigm, belief in cooperation can still be realized through diplomacy, trade, and effective international organizations. Finally, there is the socialist paradigm, where socialism believes that international cooperation should be based on the principles of equality and justice, and aims to reduce global inequality.

In this research, the liberalist paradigm is one of the things that the author will analyze. As previously described, the socialist paradigm believes that international cooperation can still be established through active international organizations. The author will analyze how UNHCR as an international organization tries to realize the goals of international cooperation.

2.3 Previous Research

This research focuses on analyzing UNHCR's role in responding to victims of gender-based violence against female immigrants in Indonesia. Prior to this research, researchers found that there were several other studies that took similar topics. These studies were then used as references or comparison materials in completing this research.

Table1 Relevant research

Research Title	Theory	Results
<p>The Role of UNHCR in the Stagnation of International Intervention towards Victims of the Coup Conflict in Myanmar as an Effort to Maintain Peace (Mahmud et al., 2022).</p>	<ol style="list-style-type: none"> 1. Humanitarian diplomacy 2. Democracy and Human Rights 3. Principles of International Law 	<ol style="list-style-type: none"> 1. International Aid Stagnation: Research shows a stagnation of international humanitarian aid following the military coup in Myanmar, which has worsened human rights protection. 2. Human rights violations: The military junta was found to have committed gross violations, including executions in absentia. 3. ASEAN's dilemma: ASEAN's non-interference principle hinders international intervention and weakens the response to the Myanmar crisis. 4. UNHCR's Key Role: UNHCR plays a key role in protecting refugees and lobbying for humanitarian access.
<p>The Role of the United Nations High Commissioner for Refugees (UNHCR) in Handling Foreign Refugees in Indonesia in 2016-2022 (Putri & Achsin, 2023).</p>	<ol style="list-style-type: none"> 1. UNHCR Mandate 2. UNHCR protection politics 3. International cooperation 	<ol style="list-style-type: none"> 1. The role of UNHCR: UNHCR has an important role in fulfilling the rights of refugees in Indonesia, especially in terms of education, health, and direct assistance.

		<p>2. Cooperation: UNHCR collaborates with the Indonesian government, NGOs, and local organizations to optimize refugee management.</p> <p>3. Condition of Refugees: Despite protection efforts, refugees still face various challenges, including psychological issues, violence, and uncertainty of legal status.</p> <p>4. Durable Solutions: UNHCR is responsible for determining refugee status and seeking long-term solutions, such as repatriation, local integration, and resettlement.</p>
<p>Addressing Gender-based Violence: UNHCR's Approach in Rohingya Refugee Camps in Bangladesh (Andriani et al., 2024).</p>	<p>1. International liberalism 2. Radical feminism</p>	<p>1. High Rates of Gender-Based Violence: Research found that Rohingya refugees, especially women, face a high risk of sexual and physical violence. Data shows that around 12% of families in refugee camps reported experiences of sexual violence.</p> <p>2. Unsafe Conditions in Camps: Although refugee camps are designed to provide protection, many refugees feel unsafe due</p>

		<p>to ongoing conflict and lack of adequate support.</p> <p>3. UNHCR's role: UNHCR strives to prevent and respond to GBV through various programs, including the provision of support services, establishment of safe spaces, and training for community leaders. However, challenges in coordination and implementation remain.</p> <p>4. The Need for Cooperation: The research emphasizes that cooperation between UNHCR, the Bangladesh government, and local organizations is essential to improve protection for refugees and reduce gender-based violence.</p>
<p>The Role of United Nations Women in Tackling Discrimination against Women in Afghanistan (Awaliyah Rumadaul, 2017).</p>	<ol style="list-style-type: none"> 1. International relations theory 2. International organization theory 3. Human Rights Theory 4. Gender theory 5. Empowerment Theory 	<ol style="list-style-type: none"> 1. Women's Empowerment: UN Women successfully empowered approximately 347,682 women through education, health, and skills training programs. 2. Special Programs: Programs such as education on women's rights, health training, and male involvement in

		<p>women's empowerment have shown positive impacts.</p> <ol style="list-style-type: none"> 3. Gender Awareness: UN Women contributes to raising public awareness about the importance of gender equality and women's rights. 4. Obstacles Faced: Despite progress, UN Women faces various obstacles, including patriarchal culture, violence, and political challenges that affect program implementation. 5. Positive Change: The research found that UN Women's presence in Afghanistan has brought positive changes, although more work needs to be done to achieve better gender equality.
<p>UNHCR's Efforts to Prevent Sexual Gender Based Violence against Female Refugees in Indonesia (Ningsih et al., 2022).</p>	<p>Human Security Theory</p>	<ol style="list-style-type: none"> 1. Awareness Raising: UNHCR has been successful in raising public awareness on SGBV issues, which helps to create a safer environment for refugee women. 2. Training and Education: Training programs for

		<p>refugee women have provided a better understanding of their rights and how to protect themselves from violence.</p> <p>3. Protection Mechanisms: UNHCR has been working with local agencies to establish more effective protection mechanisms, including access to health services and psychosocial support.</p> <p>4. Legal Support: UNHCR's advocacy for legal protection for refugee women is showing positive results, although challenges remain in implementation.</p>
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Source: Managed by Researcher

The first research is research by Mahmud et al., (2022), entitled "The Role of UNHCR in the Stagnation of International Intervention towards Victims of the Coup Conflict in Myanmar", this research analyzes humanitarian violations in Myanmar and the role of the international community in the context of justice and human rights. This research evaluates the effectiveness of UNHCR in safeguarding humanitarian rights in Myanmar, using the approaches of humanitarian diplomacy, democracy, human rights, and international law. The author's research will focus more on discussing UNHCR's intervention in the phenomenon of gender-based violence against female immigrants in Indonesia.

The second research is a study by Putri & Achsin, (2023), which focuses on exploring the compatibility between UNHCR's mandate and its practice in handling refugees, as well as the conditions faced by refugees in Indonesia. Using several

theoretical approaches such as UNHCR's mandate, the politics of refugee protection, and international cooperation, this research analyzes how UNHCR's influence in establishing cooperation with countries and political roles related to refugee management. The research conducted by the researcher will focus on the role of UNHCR in overcoming gender-based violence experienced by female immigrants in Indonesia by using the approach of international organizations and international cooperation.

The next research is a study by Andriani et al. (2024), which focuses on exploring the approach taken by UNHCR in addressing the issue of gender-based violence experienced by Rohingya ethnic refugees in Bangladesh refugee camps, especially in Cox's Bazar Using the theory of international liberalism as an instrument of approach, UNHCR acts as a facilitator that assists in negotiating and implementing solutions for refugees. In addition, UNHCR also uses radical feminism theory as a tool to analyze the conditions of Rohingya women who experience various forms of violence in the refugee context. The difference in the research to be conducted is in the research sample, where researchers will focus on the phenomenon of gender-based violence experienced by female immigrants in Indonesia.

The next research is a study by Awaliyah Rumadaul (2017), which focuses on analyzing the contribution of United Nations Women in improving gender equality and women's empowerment in Afghanistan. The theories used in building an analytical framework to explain the phenomenon of women's discrimination in Afghanistan in this study include international relations theory, international organization theory, human rights theory, gender theory, and empowerment theory. The difference in the research that the author will carry out is in the difference in international organizations that play a role and also the area of discussion, the researcher will analyze UNHCR as an international organization and make female immigrants in Indonesia the target.

The last research is a study by Ningsih et al. (2022), which analyzes the role of UNHCR in protecting the rights of women refugees in Indonesia through the process of identifying efforts that have been made by UNHCR, the process of

analyzing the vulnerability of women refugees to sexual violence and discrimination, and assessing the effectiveness of the programs that have been implemented by UNHCR. In this study, Human Security theory is used in analyzing UNHCR's efforts to protect women refugees from gender-based sexual violence. The difference from this study is in the main theory used, where researchers will use the theory of international organizations and international cooperation as an approach.